



# ***Iguaçu Action Programme***

***Water,  
Sanitation  
and Hygiene  
for All***

The Iguacu Action Programme (IAP) represents the collective wisdom of water and sanitation experts from over 70 countries, who gathered together for a six-day Global Forum in Foz do Iguacu, Brazil in November 2000. The document provides the framework for action over the next three years, and focuses on a four-pronged programme in seven regions, covering the whole of the developing world.

The IAP charges the Council's 1,100 members with carrying the messages of hope for reducing poverty and achieving sustainable human development, through people-centred approaches based on a basic human right of all people to affordable basic hygiene, sanitation and water services. Advocacy from the community to the highest levels of government is a major plank of the IAP, which also intends to mobilise the enlightened self-interest of international business.

The central point of the IAP is to advocate the implementation of VISION 21, with each member serving as "ambassador" for the cause. VISION 21 is the closest document the sector has to a globally mandated approach. Now is the time for individuals and agencies to come together to make the vision a reality, and the Council's collective task is to coordinate, stimulate and support this process.



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## INTRODUCTION

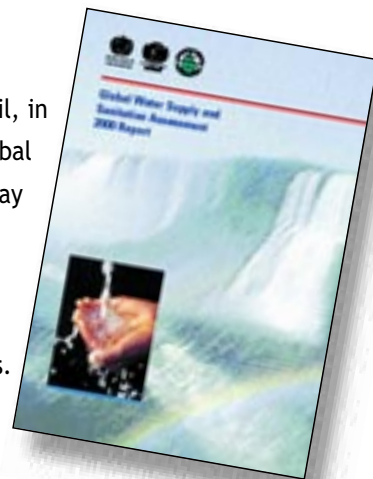
In March 2000, the Water Supply and Sanitation Collaborative Council published VISION 21, a shared vision for hygiene, sanitation and water supply. VISION 21 is a practical picture of the future we seek to create - a future in which, by the year 2025, every person in the world will enjoy good hygiene, sanitation and water supply. With its acknowledgement at the Second World Water Forum by many other major organisations concerned with water, VISION 21 is the closest document the sector has to a globally mandated approach.

In addition to its ultimate goal for the year 2025, VISION 21 contains intermediate targets for the year 2015: in particular to halve the percentage of people unserved with water and the much larger percentage of persons unserved with sanitation. It proposes important principles that will enable us to attain the targets, which include: to put people at the centre of our thinking and build on their energy and creativity; to acknowledge water, sanitation and hygiene as a human right; to view water supply and sanitation as an entry point to human development and the elimination of poverty; to encourage a shared commitment among all partners; to promote gender equity; to accelerate work particularly in urban areas; to promote equitable financing and cost recovery.



In November 2000, WHO, UNICEF and the Collaborative Council published the Global Water Supply and Sanitation Assessment 2000 report. That report describes the current situation around the world, including the overall figures that 1.1 billion people lack water and 2.4 billion lack sanitation. It therefore quantifies the task facing us in order to achieve the intermediate and ultimate targets of VISION 21.

Two hundred members of the Collaborative Council met in Iguacu, Brazil, in November 2000. Collectively we considered both VISION 21 and the Global Assessment Report, and reached consensus on our way forward. That way forward is described in this document, the Iguacu Action Programme (IAP). The IAP indicates how we can put into practice the principles described in VISION 21 and achieve its targets. The IAP provides an agenda upon which all agencies and individuals can base their activities. Its messages are relevant for everybody around the world who is involved in water, sanitation and hygiene, from individual householders to politicians and decision-makers. The Collaborative Council will be at the forefront of this work, together with all people and organisations that share its commitment.



## STRUCTURE OF THE IGUAÇU ACTION PROGRAMME

The Iguacu Action Programme (IAP) is based on a fundamental commitment to poverty elimination and sustainable human development. Its time frame extends from 2001 to 2005, with a review at the Collaborative Council's Sixth Global Forum in 2003. Its goal is to make significant progress towards the target of halving the percentage of people unserved with drinking water and sanitation by 2015. To achieve that goal, its immediate purpose is to advocate and support the adoption of the principles described in VISION 21.

The first section of the IAP contains the Collaborative Council's view of the most important priority issues in water supply and sanitation. These are the issues on which the Collaborative Council will concentrate its own energies. They are:

1. Hygiene promotion
2. Environmental sanitation
3. Institutional and management reform in water supply and sanitation, including public-private partnerships and the adoption of a code of ethics and rights
4. Community-based approaches to water supply and sanitation, including participatory and social-marketing methods

The second section of the IAP describes the main activities of the Collaborative Council's members and hence of the Collaborative Council itself. These are:

1. Advocacy of VISION 21 principles and mobilisation to achieve its targets
2. Monitoring the implementation of VISION 21 principles and targets
3. National, regional and thematic networking
4. Dissemination of knowledge and best practice
5. Working with partners.





## I PRIORITIES IN WATER SUPPLY AND SANITATION

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There are dozens of important subjects related to water supply and sanitation, and hundreds of organisations working on them. However, the Collaborative Council believes that we must concentrate our energy and attention on a small number of priority issues; the four most important such subjects are described below. One obviously important aim is to maintain progress in extending water supply to people currently unserved, and that aim underlies and complements these four priority issues. We acknowledge that other subjects may be important in particular places or to particular organisations, but we believe that the four priorities listed here are of global importance to everybody working in water supply and sanitation.

### 1.1 Hygiene Promotion

The hygiene component of the water supply and sanitation sector remains barely visible, although evidence shows that it can have a huge impact on health. Consequently, at national and international level, we must allocate institutional responsibility for hygiene promotion, provide vision, leadership and policy and raise its prestige. There are many individual experiences of good practice, and now we need to systematically capture, review and disseminate information for scaling up successful approaches. Our advocacy for hygiene promotion must highlight favourable progress in hygiene promotion and its impact.

In proposing a more holistic approach, integrating hygiene promotion into all water supply and sanitation work, we will also improve coordination and sharing of results.

From the Fifth Global Forum, we suggest that everybody concerned with water supply and sanitation can take the following actions:

1. Review national policies on hygiene promotion
2. Review courses and training materials on hygiene promotion, with close involvement of Southern universities/training institutions
3. Create and deploy a specialist hygiene promotion cadre
4. Replicate successful initiatives in school sanitation/hygiene promotion and document the results
5. Start global and local initiatives on hygiene promotion in partnership with private sector (e.g the soap industry)
6. Analyse the costs and benefits of hygiene promotion programmes
7. Establish monitoring systems for hygiene behaviours
8. Campaign for better balanced resource allocations between water supply, sanitation and hygiene promotion.
9. Develop a global scholarship fund for professionals

### 1.2 Environmental Sanitation

This topic is closely linked with hygiene promotion, but the Collaborative Council feels strongly that both subjects are priorities and should not just be put together into one. Increasing access to safe sanitation is one of the core points of VISION 21. It is singled out for special focus in the IAP partly because of the pioneering work undertaken by the Collaborative Council's Environmental Sanitation Working Group. That work has shown that we need to change our basic thinking and perceptions about

sanitation and waste, engage all stakeholders in the development of poverty-focused environmentally sound approaches, and concentrate especially on the problems of urban sanitation. We also need to work harder to set national policies and strategies for environmental sanitation and hygiene, and to disseminate existing information.

From the Fifth Global Forum, we suggest that everybody concerned with water supply and sanitation can take the following actions:

1. Adopt and implement the Household-Centred Environmental Sanitation (HCES) approach (as described in the "Bellagio Principles", agreed at the Collaborative Council's Workshop on Environmental Sanitation in the 21st Century, Bellagio, February 2000)
2. Develop guidelines for application of the HCES approach
3. Review existing technologies, and prepare case studies and demonstration projects in the context of the HCES approach
4. Make special efforts in urban sanitation
5. Analyse and document experiences with national sanitation policies that enable scaling up of sanitation and draw out lessons for dissemination
6. Replicate the philosophy developed in Gujarat, India, for implementing VISION 21, which focuses strongly on hygiene and sanitation
7. Further develop the concept of waste as a resource.

### 1.3 Institutional and Management Reform

In many instances, particularly in the urban sector, existing institutional frameworks and management arrangements for water supply and sanitation are not appropriate for realisation of our goals. Powerful vested interests may oppose change. Even where supportive policies are in place, execution is hindered by a lack of effective legal frameworks, implementing strategies and resources. We must reform these arrangements, building on the work of the Collaborative Council's Working Group on Institutional and Management Options and others.

One option being strongly promoted by many agencies around the world is to involve the private sector in various types of public-private partnerships. We need to recognise this trend and work to ensure that the poor benefit from it, rather than being further marginalised.

Advocacy work will promote institutional reform and good governance. This must be accompanied by building the capacity of public sector agencies and promoting the engagement of all sector stakeholders, including appropriate public-private partnerships. We will specifically seek to foster institutional arrangements that support sanitation improvements.

The Collaborative Council's Working Group on Community Management and Partnerships with Civil Society has developed a Code of Ethics to facilitate adoption of people-centred approaches. Now we must promote the Code of Ethics and appreciate the rights and responsibilities of consumers in development of sustainable water supply and sanitation services.

From the Fifth Global Forum, we suggest that everybody concerned with water supply and sanitation can take the following actions:

1. Reform institutional arrangements to improve water supply and sanitation services to poor and unserved people
2. Pay special attention to the institutional arrangements in urban areas
3. Acknowledge and encourage the involvement of all types of stakeholders, including the private sector
4. Specifically promote new institutional arrangements to improve sanitation services
5. Promote effective legal frameworks to govern the new arrangements
6. Develop guidelines to ensure that poor people actually benefit from the new arrangements
7. Promote and adopt the Code of Ethics
8. Promote the rights of the consumers in developing water supply and sanitation services.

### 1.4 Community-based Approaches

At the heart of VISION 21 and the IAP is a commitment to building on people's energy and creativity. This implies the development of community-based approaches to water supply and sanitation in both urban and rural areas, in which householders and communities take the important decisions and actions. A variety of social-marketing and participatory approaches have been developed, both within the water supply and sanitation sector and more broadly in the health and other development sectors. We now need to incorporate them into work programmes and implement them on a larger scale.

The Collaborative Council believes that integrated water resources management is not possible without the involvement of the community in protection, development and extraction of water resources. Poverty cannot be eradicated without ensuring the right of people to water and their own management of it. Hence the IAP will focus not only on increases in water supply and sanitation coverage but also on measures which increase people's own management of their water resources.

The Collaborative Council supports community-level monitoring of water quality and quantity, and community-level management of the water environment which includes soil, land, water and forestry management. It takes particular interest in the rights of people to water resources.

From the Fifth Global Forum, we suggest that everybody concerned with water supply and sanitation can take the following actions:

1. Recognise the rights, responsibilities and roles of the people themselves to plan, implement and maintain their water supply and sanitation services
2. Encourage and support the people to be active proponents of change rather than passive recipients of aid
3. Adopt social marketing methods, which are especially relevant to hygiene promotion and sanitation
4. Incorporate participatory concepts and approaches into all our work programmes
5. Promote community-based approaches in urban areas
6. Identify and document good examples of community-based approaches.



## II MAIN ACTIVITIES OF THE COLLABORATIVE COUNCIL

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The Collaborative Council's work, at national, regional and global levels, is part of the IAP. It is described in detail in a separate document entitled "The Collaborative Council's Long-Term Plan and Budget", and summarised here.

### 2.1 Advocacy and Mobilisation

Advocacy is now the main component of the Collaborative Council's work. It will occupy the most time and energy both of its members and its Secretariat. This is a fundamental change from the Collaborative Council's previous work programmes, which concentrated mainly on applied research. The Collaborative Council will therefore start by developing an advocacy and communication strategy, working with market-leading communication professionals.

The central aims are to advocate adoption of the principles contained in VISION 21 and to mobilise organisations to achieve its targets. The Collaborative Council is well placed to take a global lead in sector advocacy, building on the high media coverage of the launch of VISION 21 in The Hague in March 2000 and of the Fifth Global Forum, and on its growing track record in electronic networking and information dissemination. The Collaborative Council's members and their agencies have wide knowledge about different aspects of water supply, sanitation and hygiene promotion. We will now pool our resources and jointly push hard to mobilise other organisations to meet the water supply, sanitation and hygiene needs of the poor.

The advocacy strategy will build on the Collaborative Council's strengths and will include building advocacy, training and support capabilities among its Regional and National Coordinators and its partner organisations. Our advocacy targets include politicians, leaders and decision-makers, both within the water supply and sanitation sector and beyond it. In particular, we will direct our messages towards people active in integrated water resources management, poverty alleviation, the environment, health, infrastructure, gender, human rights and economic growth. The Collaborative Council's members will take the lead in advocacy at international meetings, including the 2001 Bonn Conference, the CSD process, the 2002 Johannesburg Conference, and the 2003 Third World Water Forum in Japan.

In view of the people-centred approaches at the heart of VISION 21, advocacy and mobilisation will also focus on communities and community-based organisations. Collaborative Council members will be encouraged to help local people to express their views and their needs at local and national level. Individuals can take direct action by lobbying political leaders through public meetings or by organising workshops on themes such as hygiene, or even VISION 21 itself.

Advocacy topics will vary from country to country and organisation to organisation. However, for impact and consistency, the Collaborative Council will emphasise four major subjects for its advocacy work at all levels. They are:

- Hygiene promotion
- Environmental sanitation
- Institutional and management reform in water supply and sanitation
- Community-based approaches to water supply and sanitation

The Collaborative Council will designate key individuals as its National Coordinators in each country, to be the activists and focal points for the IAP and to report to its Regional Fora in 2002 and its Sixth Global Forum in 2003 on progress achieved.

## 2.2 Monitoring

Monitoring the progress and impact of VISION 21 will be an important activity for the Collaborative Council, because its independent and impartial status within the water supply and sanitation sector gives it legitimacy to monitor that sector. It does this, not by duplicating the data-collection work of other agencies, but by analysing and publicising the data that other agencies produce. This analysis can provide feedback for review of action programmes, and important material for advocacy work.

Monitoring is therefore a core activity for the Collaborative Council, led by the Secretariat and Regional and National Coordinators and guided by monitoring partners. In particular, the Collaborative Council supports the work of the Joint Monitoring Programme (JMP). The JMP's Global Assessment 2000 was well received at Iguazu and, as a result of the joint WHO/ UNICEF/ Collaborative Council publicity campaign, also benefited from positive reporting in the global press. Although the data collection methods need more development, the report provides an important benchmark for sector monitoring.

While the goal of improved coverage of safe water supply remains a key objective and will be one of the most important indicators for monitoring, the Collaborative Council sees safe water as an entry point for sanitation and hygiene in order to create maximum impact on health, education and sustainable development for the poor. For example, safe water close to schools, with improved sanitation, will also help boost the attendance of children, especially girls.

The Collaborative Council's main action points on monitoring are:

- Define, test and validate a core set of indicators for measuring VISION 21 implementation
- Build consensus on methodologies for data collection which can ensure that analysis and reporting reflects the core points of VISION 21
- Encourage the analysis, use and accessibility of generated information, using both electronic and printed dissemination
- Feed monitoring and assessment results regularly into advocacy campaigns, ensuring consistency in statistics and forecasts.

## 2.3. Networking

The ultimate success of the IAP to achieve VISION 21 will depend on the work of people and agencies in the countries in which the unserved people live. It will require individual Collaborative Council members to adopt VISION 21 as their creed and to promote its aim and core points in all their work. But those individual actions will be more productive when coordinated and supported through national, regional and thematic networks. The Collaborative Council will actively manage and support such networks, as it has done in the past.

### 2.3.1 National and Regional Networks

The regional sessions during the Fifth Global Forum produced draft plans for the work of the Collaborative Council's existing and new national and regional networks. Those plans form an integral part of the Collaborative Council's Long-Term Plan and are listed in detail in that separate document.

The Collaborative Council's Secretariat will support those national and regional networks by:

- helping its members to focus the work of those networks on the four priority subjects of hygiene promotion, environmental sanitation, institutional and management reform, and community-based approaches
- encouraging collaboration with other agencies active at the national and regional levels
- paying special attention to regions where Collaborative Council representation has not yet become well established
- reporting periodically on innovative ideas that may be replicated elsewhere.

### 2.3.2 Thematic Networks

The thematic discussion sessions at the Fifth Global Forum indicated the usefulness of many networks on particular subjects. Some of these thematic networks (e.g. the Collaborative Council's Working Group on Institutional and Management Options, the Sanitation Connection, the Gender and Water Alliance, the network on Services to the Urban Poor, and the Streams of Knowledge network of resource centres) already exist, others were proposed. The Collaborative Council welcomes these and similar ideas and will support these thematic networks by:

- concentrating its own human and financial resources on a small number of networks related to the four priority subjects of hygiene promotion, environmental sanitation, institutional and management reform, and community-based approaches
- helping to disseminate the results of the thematic networks' activities



#### 2.4. Dissemination of Knowledge and Best Practice

The Collaborative Council will continue to work in disseminating knowledge and best practice. However, the method by which it does this will change: the detailed work will be carried out by designated volunteer partner agencies, while the Collaborative Council's role will be catalytic in terms of supporting fund-raising, facilitating networking, advising on documentation, and hosting dissemination through its website. Consequently this will represent a far smaller proportion of the Collaborative Council's workload than its advocacy, monitoring and network support activities described above.

The Fifth Global Forum was characterised by the vitality and intellectual strength of its regional and thematic discussion sessions and of some highly appropriate side meetings. The outputs from these sessions contain important distillations of current knowledge and examples of good practice. The Forum also benefited from summary reports covering the Collaborative Council's work during 1997-2000, a number of which have recommendations for continuing work. Individual members, too, contributed many suggestions for further work. All of these ideas and suggestions are described in detail in the Proceedings of the Fifth Global Forum. They constitute a ready-made agenda for the Collaborative Council's partner organisations' work in dissemination of knowledge and best practice, though it must be emphasised that members or agencies involved should not assume that funding will come through the Collaborative Council itself.

#### 2.5 Working with Partners

The Collaborative Council has a coordinating and supervisory role in relation to VISION 21 and hence to the IAP. But as the IAP activities increase, the task of managing, monitoring and reporting on them will grow. The Collaborative Council cannot, and should not, try to do all this work itself. Instead, it aims to work with partner agencies selected on a country-by-country basis. Many agencies are already committed to partnering the Collaborative Council in VISION 21 programmes.

The Collaborative Council will also extend its regional and global cooperation with the Global Water Partnership (GWP), its associate programmes and technical advisory groups. The goals of this collaboration are: to emphasise water supply and sanitation activities within water resources management priorities; to integrate VISION 21 activities with GWP's Water for Food and Rural Development and Water and Nature visions; and to share lessons from the water supply and sanitation sector with other colleagues.

There are other organisations, both in and outside the water supply and sanitation sector, with whom new partnerships can produce synergistic effects and more effective use of resources. In the IAP, the Collaborative Council aims to extend its cooperation beyond its familiar peer group and reach out to a new generation of sector professionals. It will make special efforts to improve its links with professionals in Southern countries, new NGOs, and both the small- and large-scale private sector.



The Water Supply and Sanitation Collaborative Council is a leading international organization that enhances collaboration in the sector, specifically in order to attain universal coverage of water and sanitation services for poor people around the world. The Council provides a regular way for sector professionals, donors, and advocacy and media experts to exchange views and experiences and develop approaches which will mean faster achievement of the goal of universal coverage.

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Water Supply and Sanitation Collaborative Council  
c/o World Health Organization (CCW)  
1211 Geneva 27  
Switzerland  
Phone: 41 22 791 3544  
Fax: 41 22 791 4847  
E-mail: [wsscc@who.ch](mailto:wsscc@who.ch)  
[www.wsscc.org](http://www.wsscc.org)



Water Supply and Sanitation Collaborative Council  
c/o World Health Organization (CCW)  
1211 Geneva 27  
Switzerland  
Phone: 41 22 791 3544  
Fax: 41 22 791 4847  
E-mail: [wsscc@who.ch](mailto:wsscc@who.ch)  
[www.wsscc.org](http://www.wsscc.org)

